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ABSTRACT

This document on vocational guidance and counseling for unemployed adults in Denmark contains 7 chapters and a 22-item bibliography. Chapter 1 identifies the purpose of the report and summarizes the contents of the report. Chapter 2 describes the available guidance on training and occupational choice in Denmark. Governmental rules for the work of vocational guidance officers are described in Chapter 3, along with a brief evaluation of the work of these officers from June-October 1987. Chapter 4 describes special guidance services designed for the adult unemployed. Current trends are identified in Chapter 5. Chapter 6 describes innovative activities on behalf of the unemployed, including labor market training courses of longer duration for long-term unemployed over the age of 25, joint projects involving specific vocational courses at the comprehensive school level and training courses organized by labor market authorities, and the open data processing workshop in Arhus. Chapter 7 provides proposals for a new approach to guidance for the unemployed, including basic principles for guidance facilities, target groups, and areas for development. (CML)

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Educational and vocational orientation for the adult unemployed and in particular the long-term unemployed in Denmark

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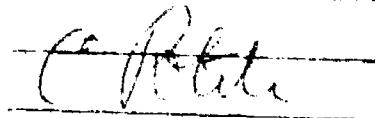
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**Educational and vocational orientation for the adult unemployed
and in particular the long-term unemployed in Denmark**

Christian Aagaard Hansen

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Foreword

Despite a wide variety of efforts by the Governments of the Member States, in some parts of the Community unemployment has increased in the recent past as well. Furthermore, the structure of unemployment has changed:

- It is now less common for young people to represent the focus of unemployment.
- There has been a continued increase in the duration of unemployment: approximately one half of today's unemployed have already been out of work for more than one year - and often for more than two years.
- The regional differences in the unemployment rate have increased continuously.

Irrespective of their very different initial situations, those affected by long-term unemployment are confronted not only with major economic difficulties, but also with enormous psychological and social problems. If such individuals are not integrated into the workforce quickly, considerable burdens also result for the Governments of the Member States - because, the longer such workers remain outside the labour market, the more limited their opportunities for reintegration become, and the burden on public-sector social budgets increases correspondingly.

Vocational guidance and counselling do not create employment, but they do play a crucial role in the integration process. They can help the individual take stock of occupa-

tional and personal experience and assess possibilities for utilizing this experience in a qualification measure or applying it directly in an occupation. Through such guidance and counselling, the unemployed individual can acquire the social skills needed to look for work self-confidently and on the basis of personal initiative. Vocational guidance and counselling can provide those responsible for training with important information to help design their qualification measures, and such guidance and counselling can help employers find niches where workers threatened by social and vocational marginalization can be used in a way that benefits both sides. Last but not least, vocational guidance and counselling help governments provide for optimal utilization of human labour within the framework of the respective political objectives.

The strategies of the individual Member States are very different, as can be seen in the eight country studies presented by CEDEFOP (F, D, UK, I, P, E, NL, DA). A synthesis report that has been commissioned will provide more detailed information on this subject.

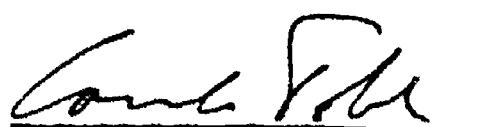
However, the studies can and should serve as a basis for a joint exchange of experience, for the formulation of proposals for improvement and, last but not least, for making the different guidance and counselling provisions accessible across national borders in the light of the European internal market.

A balance between different parts of the Community was sought when certain Member States were chosen for the country studies. However, this does not mean that important innovations are lacking in other Member States. The latter should be included in our planning and proposals for possible measures by the EC and/or the Member States.

This CEDEFOP project supplements the work of the Commission on vocational guidance and counselling, which has concentrated on young people thus far.

All eight country reports are being published in the original language, as well as in German, English, and French.

In 1989/1990 CEDEFOP will examine a number of innovative projects in the Member States concerned with the continuing training and retraining of the long-term unemployed.



Dr. Corrado Politi

Deputy Director



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Project Coordinator

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1. INTRODUCTION AND SUMMARY

1.1 Aim and contents

This report focuses on guidance for adults and, in particular, for the long-term unemployed in Denmark. It thus contains:

- a description of the vocational guidance provided in Denmark, including that designed for adults,
- a description of the guidance available for adults at the national labour exchanges, and particularly guidance for the unemployed,
- a description of the changes decided on in September 1988 for the system designed to help the long-term unemployed,
- a description of innovative projects to combat long-term unemployment,
- and finally, an assessment of the system and proposals for new approaches with regard to guidance for the unemployed.

The report is based on existing material and results of surveys. An evaluation is undertaken of the facilities for guidance offered by the education sector, but there is no overall assessment of guidance available to adults, among them the long-term unemployed. Individual projects

are evaluated, but evaluations and descriptions are still lacking in a number of areas. The report therefore naturally focuses on this.

1.2 Summary of description

As is clear from Chapter 2, there is a long tradition of guidance for adults - in fact, even longer than for those covered by the education system. However, this guidance, which is provided through the state-run labour exchanges, is limited in scope, if it is compared to the overall consumption of resources. A broad definition is given of guidance; it covers both training and occupations. Guidance in these two areas cannot be divided into separate compartments.

Chapter 3 discusses the basis for the guidance offered to adults, including the unemployed, by the labour exchanges. The chapter also includes a section on information and guidance activities for the unemployed based on the results of a survey. In doing so, the following problems are addressed: provision of information on an individual or collective basis, the heterogeneous composition of groups invited for collective information, the balance between information on rights and obligations, on the one hand, and creating motivation to seek training and work, on the other, and, finally, the question of "when" is the appropriate time during a period of unemployment to provide information.

Chapter 4 describes guidance activities which really amount

to courses. Such activities are organized in a number of sectors. The description reveals a diffuse type of trend, with the education sector emerging as the more dominant factor. At the same time, initiatives are based on a mixture of measures introduced by the national authorities and activities resembling grass roots projects.

Chapter 5 describes present trends. The point of departure here is the agreement reached between the Government and the Social Democratic Party on a change in measures on behalf of the unemployed as of 1 January 1989. This means that:

- unemployed persons with only a short training behind them are entitled to further training, as against previously only being entitled to a training grant.
- guidance for the unemployed is being given a fixed framework and promoted.
- the unemployed are to be offered "inspiration courses" after 3 months of unemployment.
- the unemployed will continue to be entitled to job offers after 2 ½ years of unemployment and a subsequent opportunity of a grant for training.

Chapter 6 describes 3 innovative projects. Two of these projects were chosen because guidance is incorporated throughout training. A number of prerequisites for such training courses are spotlighted, including: introduction

of course participants, planning and management, recruitment and guidance, adjustment of training content and use of practical training. The third project was selected because of its special status in the context of introducing new technologies to women. Emphasis is placed on the need for a good environment and adaptation of instruction to the target group.

1.3 Assessments and views on new approaches to guidance for the unemployed

The following points must be emphasized:

- measures introduced to date to combat long-term unemployment have been criticized for:
 - * guidance having been offered too late,
 - * lack of correlation between guidance, training and jobs,
 - * training measures having been given too low priority and offered at too late a stage in the period of unemployment,
 - * training offers not having been suited to the needs and potential of the unemployed persons in question.

We have, however, pointed out earlier that an agreement has been concluded designed to tackle these points of criticism.

But, a number of questions remain to be answered, about, for instance:

- the more detailed organization of the guidance, including work sharing between the labour exchanges and trade unions,
- channelling of resources into training institutions and creating new opportunities for training,
- cooperation at local and regional levels between training institutions, the social partners, municipal authorities and labour exchanges.

Guidance cannot be viewed in isolation, cut off from other measures to combat unemployment. It is therefore essential for guidance to match a person's potential with his/her wishes, i.e. produce a set of means of assistance and jobs.

The social partners must be involved both in overall policy-making and in concrete action.

Guidance must reinforce people's self-confidence and general qualifications and base itself on experience gained through work and training.

The target group of the long-term unemployed is not homogeneous. The report highlights differences in terms of motivation to embark upon training; motivation is linked to age, sex, educational background and educational activities during the period of unemployment. Analyses, use

of resources and methods must be adjusted to take these factors into account.

Finally, the report picks out areas for development:

- reinforcement of cooperation between local and regional levels
- changing the system of education to include guidance,
- support for and adjustment to the needs of unemployed persons in the standard training system,
- improving the scope for using periods of practical training in various establishments as a part of guidance,
- consideration of preventive measures to protect people currently in work to ensure that any subsequent period out of work does not lead to long-term unemployment. The focus of attention in this respect is on what can be done when production is being restructured. The reference is also to the right to life-long training opportunities.

2. GUIDANCE ON TRAINING AND CHOICE OF OCCUPATION IN DENMARK

2.1 Explanation of concepts and functions

There is a close link in Denmark between educational guidance and vocational guidance. Let us point out straightaway, however, that it is not a question of either/or, but rather of two sides of the same coin. Educational guidance cannot be given without offering some indication of the occupational consequences of the type of training chosen. Nor can vocational guidance be given without indicating the type of training requirements involved. This emerges most clearly in the context of the guidance given in our schools, but it is also very much to the fore in the guidance offered by the labour exchanges, which has a stronger link with the labour market.

There are a number of terms used in the education sector, which cover the functions of guidance. These are also often related to different categories of employees. A close relative of actual guidance is the organization of trainee periods and visits to companies. For adults not involved in further training the basic guidance offered by the education sector is in the form of courses run at elementary school or higher secondary levels. The aim here is:

- to offer guidance in connection with admission to a given specialization and level,
- guidance while attending a course on study, financial,

social and personal matters.

- guidance at the end of the course on choice of training and future occupation.

One or more teachers on these special courses are detailed to undertake the above as part of their regular duties. Guidance may be offered individually or to groups and administrative guidance is most common. Guidance on courses of training run by the labour market authorities is offered only to a very limited extent.

The guidance provided through the labour exchanges is known as public vocational guidance. It differs from guidance given in the schools in two respects:

1. The labour exchanges give guidance to people of all ages and of every educational background.
2. Their job is to help with the choice of all types of training and occupations. The vocational guidance service can provide assistance in the field of industrial psychology and those responsible for the service can count on help from other members of staff at the labour exchange.

This guidance provided by the labour exchanges is discussed in Section 4.

In addition to the types of guidance already mentioned there are also various introductory, motivational and

orientational courses, which are organized in the light of trends on the labour market. These courses are usually short and are covered in Section 5.

2.2 Historical background

Public vocational training in Denmark can be traced back to 1917, when the central labour exchange for Copenhagen and Frederiksberg opened a special department for apprenticeships and vocational guidance. An occupations index was established as part of initial efforts by the central labour exchange to extend vocational guidance and this soon became very widely publicized; so much so, in fact that copies were placed in all municipal schools within the catchment area of the exchange. In 1943, the Ministry of Labour appointed an official advisory committee, which in its report published in 1946 proposed establishing a nation-wide network of careers advice for young people, providing partly general information on careers opportunities and partly individual vocational guidance. According to the committee's proposal, information on careers would mainly be given in the schools, one form being distribution of a book on the difficulties of choosing a career, along with a vocational guidance review, to all elementary school leavers. Careers information would also be given in the form of talks, radio broadcasts, films, visits to workplaces etc. It was suggested that individual vocational guidance should be provided at the public labour exchanges, on the assumption that these would be equipped with special departments for this purpose run by professional vocational

guidance officers. One of the fundamental principles espoused by the committee was that people should be free to choose their future occupation and that vocational guidance should not be compulsory.

The law on job vacancies and unemployment benefits insurance indeed states that one of the jobs of the labour exchanges is to arrange contact between job applicants and employers. In this context, grants are available on choice of a course of training and an occupation. Until 1958, none of the various types of schools offered any kind of educational or vocational orientation. The Elementary and High Schools Act of 1958 made vocational orientation compulsory in those schools. This system was extended with amendments to the act in 1975 and 1977 and schools guidance and studies guidance were introduced in the elementary schools and in the high schools respectively. From the outset, not only was educational and vocational guidance given; personal guidance by special studies advisors was also included in the syllabus leading to the higher school leaving certificate (HF) introduced in 1967 and the basic vocational training (EFG) introduced in 1973. In addition, 1977 saw the introduction of an official framework in the form of a circular from the Ministry of Education on the establishment and improvement of guidance facilities in institutions of further training. Finally, a circular from the Ministry of Education in 1977 authorized the setting up of municipal liaison and information facilities (enlargement of schools guidance facilities, youth advisory centres etc.) as part of efforts

to combat unemployment among young people. This led to the establishment of a better system of schools guidance (youth guidance), according to which pupils' progress is followed until the age of 19 by the state schools' advisory services.

In 1979, the Ministry of Labour in consultation with the Ministry of Education appointed a working party to draft legislation on the entire system of educational and vocational guidance run through the labour exchanges. It was also agreed, that once the drafts had been prepared, a statement would be issued on various guidance schemes, particularly in the education sector. The need for coordination was only too apparent. On the basis of the results produced by this working party a new law was passed in 1981 on educational and vocational guidance.

The aim here was:

§ 1

Educational and vocational guidance shall help the individual prepare for and choose a training or occupation.

Para. 2

Guidance shall be given with consideration for personal potential and future employment opportunities, the aim being to ensure that the subject receives a satisfactory training and subsequently a job.

Para. 3.

Educational and vocational guidance shall be given by the national labour exchanges, by schools and other educational establishments and by other authorities and institutions.

As provided for under the new law, a council was appointed composed of representatives of ministries and organizations, among these the social partners.

In addition to following developments in this area, it is the job of the council to:

- develop and coordinate guidance,
- produce and distribute guidance material,
- help coordinate efforts at local and regional levels.

Some special guidance material for adults was, in fact, published in 1987 entitled, "On the go again".

2.3. Forms of guidance

In the following we give a brief description of the forms of guidance which concern choice of training and occupation in the more direct sense. Personal interviews are the most important instrument in individual guidance. Reports and information on the person seeking guidance can be obtained from schools, workplaces etc. and in order to

improve, update or increase the applicant's qualifications a trainee place may be arranged or vocational introduction courses suggested. Guidance may possibly also involve help in finding a position and with solving financial, housing and social problems.

A very important part of the work is motivating and activating the client, persuading him/her to substantiate and explain parts of the choice problems, e.g. by drawing on various sources of information and own experience.

Group guidance, on the other hand, may take the form of systematic teaching, talks or individual lessons using a variety of audio-visual aids. Collective orientation is also provided through the mass media. A very common ingredient in educational and vocational orientation consists of study visits to companies and institutions. Guidance and advice within the education system are interdisciplinary, socio-pedagogic functions, which have always been part of the mission of our schools. However, as growing significance has been attributed to these functions in recent years, they have become formalized and institutionalized to a considerable degree. Nevertheless, it is essential to retain this studies and vocational guidance function, in addition to the services of the special guidance officers. Somewhat summarily one might claim that the guidance function - in various guises - is found in a number of different organizational forms:

- in the content and form of teaching

- in the advice and guidance offered by specialist teachers and other members of school staff,
- in the formalized guidance services.

2.4. Guidance schemes

The table below sets out the main types of guidance available:

In terms of resources, the guidance provided within the education system is by far the most extensive, particularly in the state schools (compulsory schooling cycle).

Type	Guidance scheme	Target group	Purpose	Scope	Form	Authority
School guidance	School leavers (comprehensive schools)	Transition from compulsory system	Mainly, continued schooling	Individual Collective	Municipal comprehensive school (Ministry of Educ.)	
Youth guidance	Youth up to 19 yrs needing help	Assure transition	Training & job opps. in school/after gen.	Individual	Municipal (Min. of Education)	
Contact & information	Young jobless up to 25 yrs	Contact with youth needing info.	Training & job opps. in gen. & guidance	Individual	Municipalities (Ministry of Educ.)	
Studies guidance	Training seekers, any age	Guidance on training & after	Mainly institution in question's own courses	Individual Collective	County or state training institution	(Min. of. Ed.)
Social admin.	All	Activating assistance	General	Individual family. Mainly visits	Municipal (Min. of. Soc. Affairs)	
Labour exchange guidance	All	Help choose occupation & job opps. training	Training & apprenticeship & trainee places	Individual Collective	State labour exchanges	(Min. of. Lab.)

Source: Government White Paper on measures to combat unemployment.

Helping young people, 1985.

2.5 Cooperation between guidance officers

Informal cooperation takes place between guidance officers and other categories of assistants at all levels and in many different shapes and forms, because the provision of guidance in itself requires close contact with the world around. In 1979, a nation-wide system for cooperation between guidance officers was set up on the recommendation of the Vocational Guidance Council of that time. The aim was to coordinate regional activities in order to avoid overlapping and waste of resources. Conferences were held, materials produced and distributed, cooperation agreements concluded between different groups of guidance officers and procedures established for exchange of information on those seeking guidance - and all this in an atmosphere of collegial collaboration. This form of mutual assistance was replaced as of 1 April 1986 by a new model, whereby a Regional Coordination Committee was appointed to be responsible for guidance on training, choice of occupation and employment opportunities. With this we saw another element added to the well-known duo "educational and vocational guidance" - namely, "employment opportunities". The addition of this third concept should, of course, be taken as a sign of endeavours to make educational and vocational training more labour market oriented.

The subjects dealt with are, however, the same as those covered by the system of cooperation on guidance in place since 1979:

- dissemination of information
- courses and conferences for guidance officers
- cooperation between authorities and division of responsibilities
- resources for regional coordination of guidance activities.

3. OFFICIAL VOCATIONAL GUIDANCE

3.1. Official directives for guidance

Vocational guidance is linked to the labour exchanges. Over the past 10 years, this type of guidance has been given almost exclusively to adults. However, the guidance service is open to all and is provided in particular for the following groups of people, who, for one reason or another (job, social situation, age or health), are forced to change their occupation, women wishing to return to work, unskilled workers wishing to follow a longer course of training, training applicants wishing to train for another occupation and the long-term unemployed seeking help in re-entering the labour market. Given the unemployment situation, it is obvious that guidance activities focus in particular on the jobless. Rules governing the work of vocational guidance officers are set out in an agreement between the Department of Employment and the Danish Association of Vocational Guidance Officers. The agreement was concluded in 1982 and outlines the fundamental principles, methods, forms and organization of guidance. The following are extracts from the agreement:

"1. FUNDAMENTAL PRINCIPLES OF VOCATIONAL GUIDANCE

The purpose of vocational guidance is to equip individual persons or groups of persons seeking guidance to establish a training plan on qualified foundations and/or to make a choice of training course/occupation.

Occupational guidance shall be open to all on an optional basis.

Various forms of guidance may be used to achieve the purpose, i.e. different methods and aids.

The vocational guidance officer shall be unbiased and without links to any particular group of interests and shall provide information to the applicant, which gives the broadest possible basis for choice of training and/or occupation.

The focal point of the vocational guidance officer's work shall be the needs of the applicant. Vocational guidance shall be offered without prejudice and on the applicant's own terms.

Vocational guidance shall act as a catalyst for the applicant, helping set a process in motion. The guidance process shall help applicants obtain

- a knowledge of the factors, which influence their choice of training/occupation
- an insight into the obstacles of a personal and/or community nature, which may prevent them achieving their goal, plus an insight into means of removing or overcoming these obstacles,
- a broad, detailed and concrete understanding of training, occupational and employment possibilities.

Vocational guidance is based on absolutely confidential interviews between the vocational guidance officer and the applicant.

The guidance officer only records the particulars on the interview form, which he/she considers relevant and which the applicant agrees to have recorded and possibly passed on. Should the interview form be used when working with other groups of personnel or authorities, particulars which the applicant has asked should not come to the knowledge of another person should be noted on a separate sheet, which can be removed from the file.

II METHODS AND FORMS OF VOCATIONAL GUIDANCE

Vocational guidance is given in the following forms:

- a) Individual guidance
- b) Group guidance
- c) Collective educational/vocational orientation and information activities
- d) Consultative assistance
- e) Specialized coordination and administrative work.

a) Individual guidance

Individual guidance is assistance given to a person in connection with choice of a training course/occupation. The guidance officer talks to the applicant in private. These interviews are easier than would be the case at

the counter or in the context of a visit. An interview form is usually filled in when individual guidance is given.

In the course of the personal interviews it is the guidance officer's job to, with the help of the applicant, establish the clearest possible picture of the applicant's potential. Factors which may be of significance in the context of choice of training/occupation, e.g. personal, social and community circumstances, are discussed.

The vocational guidance officer shall help the applicant plan a course of action, which will lead to a choice of training/occupation. Further interviews may be part of this course of action. It may prove necessary to involve an industrial psychologist in these individual interviews.

The vocational guidance officer may, with the agreement of the applicant, seek relevant data from institutions, authorities etc.

Applicants scheduled for individual vocational guidance must send in relevant particulars requested prior to the interviews.

b) Group guidance

Group guidance is help given to a group or individual members of a group in connection with choice of a training/occupation.

The aims of group guidance in connection with choice of training/occupation are, among others:

- to highlight general aspects of circumstances affecting individuals
- to identify problems common to individuals and to the group
- to lay the foundations for individual persons' ideas regarding training and occupation.

Vocational guidance officers may also act as group leaders and be part of a course of guidance.

It is the job of the group leader to organize and direct the work of the group with a view to ensuring that the group as a whole and individual members of it get as much as possible out the work done. Individual members may often need extra individual guidance as part of the training/occupational guidance process.

c) Collective educational/vocational orientation and information activities

Collective educational and vocational orientation is orientation in the training and/or labour market situation and is designed to provide a better overall view of the training system/labour market in a considered and systematic form.

Collective orientation can be given both at labour exchanges and outside them.

Collective orientation can be given on the initiative of the various categories working together within a labour exchange's catchment area or on the initiative of the local labour exchange itself.

Educational establishments may also offer extra assistance in the form of vocational guidance in addition to lessons in educational and vocational orientation.

Group orientation is often organized at the labour exchange, sometimes with the assistance of a vocational guidance officer, as part of the regular information programme. Information activities can also be arranged at the Labour Exchange Information Centre, for instance. Vocational guidance officers help organize and carry out this work, which includes dissemination of information and visiting.

d. Consultative assistance

Vocational guidance officers constitute a group of people, which are there to offer help to all comers and also to give consultative assistance to others responsible for guidance in the local labour exchange's catchment area. Here, it may be a question of, for instance, helping improve the quality of the guidance or it may involve helping procure teaching aids and materials for lessons in vocational orientation and help with orientation work in general.

e. Specialized coordination and administrative work

In many instances, the vocational guidance officer is called upon to undertake coordination and planning in connection with the administrative work of various related groups, both inside and outside the organization and to sit on working parties, committees etc.

This work may be required at regional or local level."

In the eighties quite a lot has been done to integrate equality problems into the sphere of activities of the labour exchanges. Special equal opportunities consultants have been taken on and the main objective is to integrate problems of equal opportunities into all the different activities

3.2. Number of individual interviews in connection with public vocational guidance

Statistics are kept on individual interviews undertaken in the context of public vocational guidance. Thus, in 1987 54 471 such interviews took place. The labour exchanges employ a total of 150 vocational guidance officers, who also assume other duties, e.g. visiting schools, allocating trainee places and other outward-looking activities.

3.3 Guidance for the unemployed

Unemployed persons make use of the vocational guidance services described above. However, in addition special information sessions are organized for the jobless. These are not run according to guidelines issued by the national authorities, but vary from labour exchange to labour exchange. When they are discontinued in connection with reviews of guidance offered, the guidance itself is made to cover a very broad perspective. These information sessions are run by consultants, who have not actually been trained as guidance officers.

The labour exchanges in Copenhagen undertook an evaluation of the information provided at these information sessions over the period June-October 1987 (4). These sessions can be roughly divided into the following categories:

- information sessions for people, who have just recently found themselves out of work. The primary aim here is to inform them of the rules prevailing, the rights they have and to introduce them to the labour exchange concept. Information is given at some meetings on training opportunities. Also, if the basic particulars of an unemployed person with regard to job vacancies have not already been registered, this is done.
- next, information sessions are organized for people, who have been unemployed for three months. The aim here is to promote a more aggressive attitude towards joblessness, with particular emphasis being placed on opportu-

ties for training and participation in courses.

- a further information session is organized for people after nine months of unemployment. The purpose here is to provide them with information on the law on job vacancies, according to which persons who have been unemployed for 2½ years have the right to an offer of a longer-standing job and to a special training and start-up grant. Emphasis is placed on the opportunities offered by the training system to qualify people for job offers.
- finally, sessions are organized for those who have found themselves unemployed after having taken up a job offer. The particular aim here is to provide orientation on opportunities for training and start-up grants and on the training offers and opportunities, which are open to the jobless.

To sum up, the following meetings are held:

- orientation for those recently registered on the terms applying for them
- orientation on opportunities to take part in courses and receive a daily allowance or a grant for the course
- orientation on the law on job offers, orientation on training and start-up grants,

- applying for jobs
- presentation of the labour exchange as a service centre.

A presentation of the labour exchange is made in various forms at all meetings. Usually, this is done in the form of encouraging people to make use of the labour exchange, to get in touch with the consultants and vocational guidance officers, to go to the job centre and to look at the boards advertising job vacancies.

The main problems can be summed up as follows:

- how to ensure that the labour exchange receives sufficient information on an unemployed person at the earliest possible moment so as to be able make job offers?
- how to ensure that unemployed persons are sufficiently well informed on legislation and rules in force?
- how to give guidance and best inspire the unemployed to obtain qualifications and use their period of unemployment constructively?
- how to keep in touch with the unemployed, apart from through the compulsory meeting on rules applying for receiving unemployment benefits?

The survey's conclusions refer in particular to the use of meetings for groups of unemployed persons as opposed

to individual interviews. The conclusions are not unequivocal. They say, for instance, that the use of meetings (collective information) is not conducive to saving resources, as the unemployed are much more actively receptive to the labour exchange's offers after the information sessions. An attempt is made to solve the problems experienced due to the heterogeneous nature of the circle of participants by dividing the unemployed into different categories: young unemployed persons, unemployed over the age of 25 and persons who have been unemployed for a very long time. The timing of the meetings in relation to length of unemployment was also discussed. Particular attention was paid to the sessions held after three months of unemployment and what the content of these should be.

Another group of problems is to be found in the multitude of rules and regulations, which the unemployed have to be informed about. These make the meetings seem like one-way channels of communication and thus hardly a source of inspiration and motivation for the jobless. An attempt has been made to solve this problem by organizing special meetings on training opportunities. Finally, discussion has also taken place on whether attendance of the meetings should be compulsory or optional.

4. SPECIAL GUIDANCE SERVICES DESIGNED FOR THE ADULT UNEMPLOYED

4.1 Introduction

Denmark offers a multitude of different introductory and advisory courses. These have originated to varying degrees from initiatives taken by the national authorities and initiatives taken by groups resembling grass roots organizations. Means of financing vary widely. An evaluation has been undertaken in a few cases, but there is no general system for evaluating the overall impact.

In the following we describe the introductory and guidance activities organized in different sectors.

4.2 Labour exchanges

In the context of introductory and advisory courses, the labour exchanges in the different regions of the country are involved in coordination of the activities and recruitment of participants. In addition, quite a few series of guidance sessions are financed or partly financed through the labour exchanges.

Among the services offered by the labour exchanges are:

Long-lasting series of guidance sessions:

By long-lasting we mean between 1 and 4½ weeks. Two weeks is the normal length. In arranging these courses, priority

is given to courses for unskilled women, both members of unemployment benefits schemes and women on public assistance, and for unemployed persons with slightly more training (these are often women, too). Courses may be of the "sandwich" type with a week inserted for looking for a job in the middle or may take place in an unbroken sequence with arrangements made for subsequent follow-up. This is a structure also used for the inspiration courses. The typical form for a course to take is for it to start with a workshop of the future, continue with a review of participants' experience of educational establishments in the region and of the occupational structure and wind up with information on the same. Visits to companies and practice in applying for jobs can be included etc. Emphasis is placed on participants' own experience to strengthen their self-confidence and the inner dynamism of the group. Eight such courses were held in 1988.

- open offers and experiments
- theme days. These may cover the following subjects: applying for jobs, written applications, terms of employment, interviews, training opportunities.
- cafés. Up to now, two cafés have been set up, where job and training applicants can see various guidance officers, including vocational guidance officers, consultants, social services advisors, other women etc. by appointment and get advice and guidance over a cup of cappucino and a piece of cake etc. Visits to companies, training centres,

film shows, video shows, lectures, discussion sessions and many other activities are organized. There are now plans to open a third café.

- job seeking courses and job clubs. A job seeking course is a course of guidance designed to increase participants' self-confidence and understanding of a job seeking situation. Members of the group may possibly go on to join a job club. Two courses of this type have been run. The courses lasted for one week each. The purpose of the job clubs after completion of a course of guidance is to encourage a little nucleus of job seekers to get together and discuss common problems and interests once a week. During the meeting preparations are made for the meeting the following week; general activities, occupation modules, visits to companies and institutions and practical experience are among the activities organized.

- start-up courses. A start-up course is a course of guidance with the specific objective of introducing participants to the type of life involved in being self-employed. The courses provide an insight into the problems bound up with starting ones own firm. The idea is also for these groups to ultimately become self-supporting, i.e. with individual members helping each other in the context of starting up on their own.

4.3 Labour market training courses

The labour market authorities have been running longer

courses of guidance since the mid-seventies.

That is, vocational introduction courses (known as EIFU and EIFL) have been run. These have been specifically intended for young people between the ages of 16 and 25 years and for unemployed women. The courses have often contained a considerable element of workshop activities. Each course is divided into teaching modules and practical experience. A few modules provide an introduction to particular trades, e.g. in the construction and civil engineering branch, textiles and clothing, metalworking and the foodstuffs industry. Other modules deal with subjects of a general nature, e.g. "Looking for a job and vocational training", "Women - training and jobs" and "Training and finding a job". The trade modules involve alternating between practical exercises and theoretical instruction. All courses include the general modules "Looking for a job and vocational training" and "Training and finding a job". The courses are usually made up of 3-4 specialized modules and 2 general modules, the normal length of a course being 7-10 weeks. 11 000 women attended this type of instruction in 1987. In addition to the courses described above, a new type of course has been started known as the "inspiration course". These are being organized and run in connection with the law on job and training offers. The courses provide pedagogically organized guidance with a view to motivating and inspiring the unemployed to take an active approach to their future on the labour market. These courses are designed to spotlight participants' rights and possible lines of action by providing

orientation and discussion on the opportunities open to the unemployed for taking part in courses, training, traineeships etc.

4.4 Special skills courses in preparation for examinations

Inspiration courses are run in this sector, too. The aim is to motivate the subjects, instill self-confidence and promote belief in their own capabilities. The courses last for 1-2 weeks and cover specialized subjects; vocational and educational orientation is an important ingredient. Approximately 30 such courses were run in 1988.

In addition to the above, introductory courses are also organized. These are interdisciplinary courses and cover the rudiments of various occupations. Some 20 of these courses were held in 1988.

4.5 Special educational activities with a guidance element designed for the unemployed

The focal point of these activities is the adult high schools, where teaching contains both a cultural and sociological ingredient and where the emphasis is on personal development and general education in a human and socially stimulating environment. Students at many of these high schools are introduced, for instance, to crafts trades, including trainee periods in the same, to new information technologies and to specialized instruction in preparation for examinations. Teaching is as a rule theme and

subject-oriented, but related to students' everyday lives. An effort is made to give participants as much say as possible. The Ministry of Education has granted funds for 47 of these adult high schools, which had 2 200 students in 1987, 80% of them women. Subsidies, are also provided for data processing workshops, guidance and introductory courses and courses for refugees and immigrants.

5. CURRENT TRENDS

In September 1988 a compromise agreement was concluded between the Government and the Social Democratic Party on measures to be introduced on behalf of the unemployed, particularly the long-term unemployed. The agreement was concluded following a lengthy period of criticism of existing arrangements. This criticism came in particular from the trade union movement and led to the drafting of the following claims for changes:

- intensify information and guidance activities,
- give measures a perspective by establishing a link between training and jobs,
- concede the right to offers of training and not just to training grants,
- offer training early on during unemployment and follow up with a job offer, if necessary,

- target training opportunities towards the huge group of unskilled persons.

The agreement implies, first and foremost, a new principle, since it is the unemployed person's educational background that decides what sort of offers he/she should receive once out of work. The crucial line of demarcation is whether the subject has gone beyond 10th grade (last) at school; i.e. beyond the period of compulsory schooling.

Secondly, an unemployed person now has the right to offers of training while receiving unemployment benefits. Previously, it was only a question of a training grant and then only if the applicant could secure a place for training.

Thirdly, a fixed framework has been established for information and guidance:

- an information session at the labour exchange is to be arranged after one month of unemployment,
- an individual interview is to take place after 3 months,
- talks are to take place with the union after 6 months of unemployment,
- persons with only a short period of schooling behind them are to be offered the opportunity of attending what is termed an "inspiration course". After 9 months of unem-

ployment, the unemployed person shall, in consultation with the labour exchange, plan a course of training lasting up to 2½ years. If this training does not lead to a job, the subject is to be given further training. Should that further training also fail to lead to a job, the subject has the right to a job offer after completion of the training.

- unemployed persons, who do not suffer from only a short period of schooling, have the right to a job offer after 2½ years out of work,

- after this job offer, all unemployed persons are to be treated alike. They have the right to receive unemployment benefits for 2 years.

6. INNOVATIVE ACTIVITIES ON BEHALF OF THE UNEMPLOYED

6.1 Introduction

As we have explained in Section 5, the agreement between the Government and the Social Democrats is the innovation when it comes to combatting unemployment. It is also in line with the discussions which have been taking place in the European Community arena. Section 4 also contains a review of the special guidance services provided in different sectors, with an emphasis on innovation. Since there is no overall, comprehensive evaluation of the financing of guidance for adults, it is not easy to point to central, innovative activities with a positive effect. Open data processing workshops are an unconventional way of giving women guidance in information technologies.

The important thing, however, is that the various activities do fit into a context. Thus, guidance, training and work must also fit into a clear context for individual applicants. In this respect, achieving recognition of qualifications within the training system is of crucial significance. We therefore spotlight 2 areas of activity in this connection, namely:

- labour market training courses of longer duration for the long-term unemployed over the age of 25.
- joint projects involving a number of training establishments and whose targets are the unemployed.

These activities have not been chosen because of the scope of the guidance offered, but rather because of the context into which the guidance fits. A description of an open data processing workshop in Arhus will be given later as an illustration of an unconventional, grass roots style, open service.

6.2 Labour market training courses of longer duration for long-term unemployed over the age of 25

These courses are for the over-25 age-group and are known as LAMU courses for short. They have been operating since 1985.

The aim of the courses is to improve the unemployed person's prospects of maintaining a foothold on the labour market. To help achieve this goal, the courses include guidance on job and further training possibilities. The training courses are planned as a service for unemployed persons having taken up a first job offer and completed the employment contract. The training is designed to provide occupational competence and aims at generating employment for participants in the longer term. The LAMU courses are composed of modules taken from all areas of training organized by the labour market authorities. Courses can, for instance, be run for semi-skilled occupations and, at the same time, include vocational introduction modules. Inclusion of vocational introduction modules in courses designed to provide competence is intended, first and foremost, to improve participants' motivation. Secondly,

it should ensure that participants choose an appropriate training and, finally, it should help participants to actively seek work.

An effort is made to adjust the sets of modules to employment prospects in the region in question. The individual courses, including the vocational introduction activities, run without a break for 15-26 weeks, the average length of a course thus being 20 weeks. Courses were run for a total of 1 431 weeks in 1987, corresponding to about 70 courses.

The LAMU courses were evaluated in 1986 (6) and it was thereby established that the main problem with the courses was the high rate of drop-outs. On the other hand, no doubts were expressed as to the relevancy of the courses. The evaluation identified a number of features of the guidance as reasons for the drop-out rate:

- insufficient information provided to participants before actual enrolment,
- insufficient motivation for attending the courses,
- insufficient guidance on the content of courses organized by the labour market authorities.

Thus, many participants realized that they had made the wrong choice after having started a course.

Further, teachers' information on the courses was sub-standard, as was cooperation among teaching staff. Finally, the tempo on the courses was too fast for the target group in question.

The proposals made and subsequently implemented were:

- better cooperation between the labour exchanges and the social partners,
- inclusion of a short introductory module before starting the course of training proper,
- improvement in cooperation among teachers,
- having one and the same person responsible for the whole course and making a greater effort to show continuity in the sequence of training,
- finally, it was suggested discontinuing instruction in general subjects due to course participants' insufficient qualifications in this respect.

6.3 Joint projects involving specific vocational courses at comprehensive school level and the training courses organized by the labour market authorities

Joint projects have been run involving training courses for specific occupations run at comprehensive school level and courses of training organized by the labour market

authorities. However, other services have been involved, too; e.g. open data processing workshops and adult high schools. This experimental work is thus taking place in the border area between two systems of training. The target group has most frequently consisted of women with only a short period of school attendance behind them and no vocational training. Many have been unemployed for a long time and it has been difficult for them to maintain their link with working life.

Participants basic general qualifications in, for example, mathematics and Danish are often inadequate and as a rule participants are also unaccustomed to what amounts to a school environment. Nor do the labour markets courses, which are generally of short duration, allow much time for getting used to the training situation. Most experiments have integrated teaching in general subjects en bloc into the weekly timetable of the labour market sponsored training courses. Guidance activities have been included when using introductory material and individual counselling. This type of instruction offers participants the opportunity of acquiring a better general education alongside vocational competence.

Some 20 such courses were organized in 1988.

An extensive evaluation of these projects was undertaken in the County of Arhus in 1987 and 1988 (7).

Discussions during conferences have revealed that the conclusions are applicable for the entire country.

The conclusions drawn from the evaluation are that, despite the fact that division of adult education into sectors in Denmark has given rise to problems, advantages are to be gained through having specialists involved and problems can be solved more efficiently.

There have been many calls for consistency and coordination and the following proposals have therefore been drafted.

- planning and steering:

It is essential to appoint a project leader, who shall be responsible for development, adjustments and evaluation. This person shall also be capable of setting relevant discussions in motion. Resources shall be set aside for cooperation among teachers at different institutions. The labour exchanges, employers and unions should also be involved in these joint efforts.

- recruitment and guidance:

Course participants should be given relevant information in advance on the purpose and the contents of the course in question. An effort should also be made to ensure that the group is not too heterogeneous. Finally, guidance should be available throughout the course.

- educational content:

It is important that the background of participants be reflected in the instruction given. This means that teachers must know which other educational institutions have been attended by participants and what sort of a background

they have in terms of working life.

- practical training:

It is important to include this ingredient. It may involve practical experience of the work environment (familiarity with a selected area of working life), practical training (alternation between a school and a work environment) or test practice (testing of what a student has learnt).

Guidance is provided to the greatest extent during the introductory phase, but should remain a permanent ingredient in the curriculum for the rest of the course. Guidance helps clarify positions and generally clear the way. The course participant is thus able to gain a better understanding of his/her own abilities and prospects, greater self-confidence and a better idea of job opportunities on completion of training. Guidance also helps keep the participant on the course. The overall goal is that guidance should reinforce the individual's ability to find and to keep a job after completion of training.

6.4 Open data processing workshop in Arhus

The data processing workshop in Arhus is an open training facility for women and was started up in the autumn of 1984. What it involves is giving women a chance of "sniffing at" EDP by using an automatic data processing terminal with the help of a set of easy instructions for use, backed up by the possibility of personal guidance. Women can walk in off the street and use the terminals without having

first committed themselves to a course of instruction. Those who so wish may take part in study circles, which cover instruction in the mechanics of the equipment and its use, plus information and debate on technological development in our society. During the initial four-month experimental period a total of 900 women visited the open data processing workshop and 81 of these participated in six study circles.

Two users in three had no prior experience of EDP, but all said after their visit that they would now like to learn more about it. The women also say that the visit helped them overcome their fear of machines and that they feel better equipped to take part in debate on technological development after having used this technology themselves. The training offered by the data processing workshop is an excellent means of motivating women to become interested in new training and employment opportunities. The fact that the women are able to familiarize themselves with the technology in their own way and at their own speed also helps demolish traditional beliefs that women lack technical ability. Similar training facilities could well be established in other new areas of technology and electronics.

The open data processing workshop in Arhus has, in fact, been the forerunner of a number of similar projects in other parts of the country.

Experience of the open data processing workshop has shown:

- that we must consciously adjust the contents of training and its structure to fit the target group,
- that women with a short educational background of their own free will accept introduction to areas which are traditionally not their domain, as long as the environment for this introduction is attractive,
- that these open facilities have been a success with women as a gateway leading to a real training.

7. EVALUATION AND SOME PROPOSALS FOR A NEW APPROACH TO GUIDANCE FOR THE UNEMPLOYED

7.1 Introduction

Denmark has an unemployed population of some 215 000. On the basis of the EC unemployment statistics, this corresponds to approximately 8.8% of the workforce, while the Community average is about 11.8%. In 1987 there was a total of 36 200 persons, who had been unemployed for 2½ years and were therefore covered by the job offer scheme. A typical characteristic of the long-term unemployed in Denmark is that they have a short educational background and that many of them are women.

7.2 Basic principles for guidance facilities for the unemployed

It is rather difficult to point to employment possibilities in Denmark at the moment. Schemes organized for the long-term unemployed therefore serve to ensure rotation in the workforce and maintenance of qualifications. The decrease in access for young people to the labour market is also something included in discussions on how to upgrade the qualifications of the workforce in general. However, the decline in the number of jobs with a low qualification requirement will mean that even in the event of a favourable economic trend there will still be unemployment, if use is not made of the training schemes. Such schemes are necessary, but not sufficient to solve the problems

of unemployment.

The schemes, which have had to be established as a result of the situation described above, are thus in the nature of training measures. This means that there must be a closer link between guidance and training schemes. Experience of efforts to date has shown that the element which is really decisive to a jobless person's motivation and participation in schemes is the prospect of work. Consequently, guidance must therefore ensure that there is a connection between the individual's abilities and wishes, a differentiated range of activities, the future employment situation and developments in the area. The latter is rendered difficult by current unemployment levels in almost all areas, as already pointed out. This state of affairs reinforces the tendency to use training activities as a means of fighting unemployment.

The involvement of the social partners in overall policy and in specific schemes may be regarded as a prerequisite for the success of such schemes. The many experiments with guidance have also shown that guidance must strengthen the self-confidence of the unemployed in terms of choosing a training and a job, that general qualifications must be attained and that guidance should further be based on earlier experience of, for instance, training and work. Methods used may be both collective and/or individual and various types of courses can be run.

7.3 Target groups

There is, however, an increasing realization that the long-term unemployed constitute a heterogeneous group in terms of participation in training activities. The following parameters emerged from a survey (22):

- age: the older the person, the lesser the inclination to make use of training opportunities,
- sex: women are more inclined to make use of training opportunities,
- a short educational background means less inclination to make use of training opportunities,
- attendance of courses and the contents of those courses during unemployment play an important part in motivating people to embark upon training. It has been found that courses of a general nature, such as those run at adult high schools and instruction in individual vocational skills at comprehensive school and higher secondary school levels have a greater impact than occupation-oriented courses.

The consequence of this is that guidance services should take account of these factors in carrying out analyses, fixing priorities for use of resources and using training methods and training forms.

7.4 Areas for development

In the light of experimental activities conducted to date, the following areas can be identified as ones where changes for the better are necessary:

- improvement of coordination at local and regional levels between labour exchanges, training institutions, municipal authorities and the social partners,
- giving priority to guidance designed to establish a correlation between individuals' abilities, various schemes and employment,
- development of training facilities which cut right across the strongly sector-oriented adult education tradition we have in Denmark. Guidance should be incorporated here,
- adjustment and development of various forms of assistance for unemployed persons attending courses which are part of the ordinary education system. Here again, the guidance ingredient should be increased,
- increasing the scope for using practical training in connection with schemes designed to combat long-term unemployment.

Further thought should be given to preventive measures to avoid seeing unemployment develop into long-term unemployment. This can be done by introducing special measures

in conjunction with restructuring or closing down of production units. It can also be done in conjunction with measures to raise the general level of education of the population by establishing the right to life-long access to education.

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